DOCUMENT RESUME

ED 281 420 HE 020 290

AUTHOR Escala, Miguel J.
TITLE The Planning of Latin American Universities: In Search of Its Future.
PUB DATE Apr 86
NOTE 40p.; Paper presented at the Annual Seminar for Brazilian Pro-Rectors for Administration sponsored by Partners of the Americans (2nd, University Park, PA, April 6-9, 1986).
PUB TYPE Reports - Descriptive (141) -- Speeches/Conference Papers (150)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS *College Planning; *Developing Nations; *Economic Climate; Federal Aid; Foreign Countries; *Government School Relationship; Higher Education; *Political Influences; Universities
IDENTIFIERS *Latin America

ABSTRACT

College planning in Latin America is discussed, with attention to underdevelopment, political instability, and the economic crisis of the 1980s. Alternative planning approaches used in U.S. higher education institutions are considered. Latin America refers to 18 Spanish-speaking republics of the Western Hemisphere, along with Brazil and Haiti. The autonomy of universities is addressed, along with the fact that higher education is basically supported by public funds. Most Latin American public institutions have either no tuition or a symbolic fee, and 25% of private universities are partially supported by the government. Trends that concern higher education are: population growth and unemployment, efforts to reduce national deficits, inflation, readjustment of the exchange rate, and dependency on government funds. Two planning tasks are identified for Latin American universities: institutional development and creation of a coordinated national plan. The following planning approaches are discussed: Ackoff's planning typology, Keller's academic strategy, and three models of strategic management described by Ellen Chaffee. A five-page reference list is provided. (SW)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED281420

THE PLANNING OF LATIN AMERICAN UNIVERSITIES:

IN SEARCH OF ITS FUTURE

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Miguel J. Escala

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

Miguel J. Escala

Paper presented at the Second Annual Seminar for
Brazilian Pro-Rectors for Administration

Organized by Partners of the Americas

Session I April 6-9, 1986
Center for the Study of Higher Education
The Pennsylvania State University
University Park, Pennsylvania

HE 020 210

(The author appreciates the very helpful suggestions on earlier versions of this paper from Greg Lozier, Executive Director, Office of Planning and Analysis, The Pennsylvania State University.)

BEST COPY AVAILABLE

The focus of this paper is the planning of Latin American universities. Its main purpose is to initiate a discussion on possible approaches for this crucial activity.

The paper itself adopts a planning approach in its structure. The first section analyzes the situation of Latin America as an underdeveloped region and some cultural aspects that are related to the university. The purpose is to describe the setting where planning is to be conducted.

Planning is not a new activity for Latin America universities. Consequently, the second section presents an overview of planning Latin American universities.

Finally, the third section describes alternative planning approaches that are currently influencing planning in colleges and universities of the United States and other countries. At the end of the section the alternative approaches are analyzed in regard to Latin America universities.

Perhaps, after reading this paper, the reader will be anxious of knowing a concrete methodology proposal for Latin American universities. That is not part of this paper, but that is in the author's agenda. This paper represents a beginning that you are invited to share.

LATIN AMERICA TODAY: A CHALLENGING ENVIRONMENT FOR UNIVERSITIES

In 1980, Latapi described developing trends in Latin American universities. He analyzed those trends based on different theories of educational and social change: the theories of functional balance, based on Durkheim's functional complementarity and Weber's formal rationality, and Marxist and neo-Marxist theories of conflict.

In contrast to what Latapi did, the purpose of this section is to describe some trends in Latin America that are affecting, or could be affecting, the development of the universities. While he presented the changes in the higher education system and examined alternative interpretations of the phenomena, this section presents more a factual description of those trends.

For describing that challenging Latin American environment, this section is divided into four main parts: the first part presents some general characteristics of Latin America; the second describes the political culture of Latin American in relation to higher education; the third explains the economical crisis of the 1980s; and finally the fourth part summarizes how these factors could be affecting the institutions of higher learning in Latin America.

A. Latin America: A Developing Continent

While both popular and research journals today frequently describe developed countries in such terms as "post-industrial society," or "information society," these concepts are not applicable to the underdeveloped conditions found in much of Latin America. Nevertheless, it is very difficult to talk about Latin America as a homogeneous region. There is a great diversity among the countries in the economic and social characteristics (Glade, 1984). But before analyzing differences and similarities, it is important to define Latin America.

Some authors combine the English speaking republics of the Caribbean with Latin America, and refer to Latin America and the Caribbean. Others include Puerto Rico as part of Latin America. This paper has adopted the classification offered by Merkx (1984), in which the term Latin America refers to the eighteen Spanish-speaking republics of the Western Hemisphere, together with Brazil and Haiti.

For the purpose of this paper, it is important to concentrate upon similarities across countries. For example, Merkx (1984) has described five common patterns:

(1) Each country participates in the world market but has little influence on world prices.

(2) The region is characterized by high inequality of income and wealth and large proportions of poor people.

(3) Overall, there has been an impressive economic growth, but that growth has been uneven in terms of its regional impact.

(4) Latin America has clearly been peripheral to the great events of the century, but it has been affected by them.

(5) External economic factors strongly affect the internal situation of Latin America.

In addition to these characteristics, it is necessary to add population growth and urbanization. Although different interpretation in terms of its effects have been offered (Viel, 1972; Maza-Zavala, 1981; & Glade, 1984), Latin America has the highest rate of population growth, and has become the most urbanized under-developed region. A related development, is the rapid growth of the urban labor force, and an increasing rate of urban unemployment.

All the above mentioned characteristics have contribute to the political instability of the region. Neither democratic governments nor dictatorships have been consistently successful in dealing with the problems of the region.

Those general economic and political characteristics have been the milieu in which higher education institutions and system have grown. The following section will examine some typical responses of this environment for higher education.

B. The Political Culture of Higher Education in Latin America

Wolanin and Gladieux (1975) describe the higher education policy arena in the United States according to political culture concepts. They defined political culture as "a set of operating norms, ideals, and characteristics which define the limits of legitimate government action" (p. 183). These norms are often a product of the historical experience, and as such frequently based on unstated and unexamined assumptions. The description of those assumptions is the starting point for their analysis of the political cultural of the United States in regard to higher education.

That same approach will be used in this section to identify political and policy responses of Latin American governments to higher education issues. Despite the difference among the Latin American countries, it is possible to identify some basic general assumptions that could be considered as the common political culture of higher education in the region.

1. The Autonomy of the University

Perhaps one of the strongest assumptions of the political culture of higher education in Latin America is that the university should been autonomous institution. The foundation of this assumption can be traced to the Córdoba Reform in Argentina in 1918. This movement has

been described either as "the university revolution" (González, 1922) or as "the university reform" (Díaz, 1971). Whether a revolution or a reform, Córdoba was the starting point for many changes in Spanish American universities, and can be considered the most important event in the Spanish American higher education in the twentieth century. The Córdoba movement insisted upon certain interrelated principles: university autonomy and cogovernment of the university by the professorate and the students. It was assumed that the best way to preserve autonomy was by establishing a broad basis university government.

The concept has also meant more than academic, administrative and economic autonomy, because it has been associated with a sort of "extraterritoriality" for the campus by which a public official is not allowed to enter the campus in order to enforce the law. This additional aspect of the concept of autonomy has been frequently rejected and has been considered as the creation of a state within another state (García-Laguardia, 1984).

For some authors that can be considered true leaders among higher education institutions in Latin America, it is necessary to analyze the concept of autonomy as a means, not as an end; and to emphasize that it is a tool to facilitate the university the accomplishment of its objectives. From that point of view, a dynamic interpretation of the concept of autonomy requires that the university must have enough freedom to integrate its life with

the life of society (Tunnermann, 1981). Consequently, societal interests should come first than university interests.

In spite of the interpretations, autonomy is a value that has been accepted (or tolerated) even by Latin American dictators (Tunnermann, 1981). To think about the Latin American university is to think about an autonomous institution.

2. Higher Education Is Basically Supported by Public Funds

Despite the autonomy of most public institutions, they are almost completely dependent on public funds. Most of Latin American public institutions have either no tuition or a symbolic one. In addition, 25% of private universities are partially supported by the government (Latapi, 1980).

This strong and generalized dependence on public funds has made possible the low cost of higher education in many Latin American countries, and has contributed to facilitate the enrollment of unemployed youngsters.

In addition, the universities have become very vulnerable to financial difficulties in the national budget, and the relations between the governments and their public universities are easily deteriorated in periods of tight resources.

3. Private Universities Are Permitted Based on the Principle of "Freedom of Teaching"

"Freedom of teaching" is a principle long defended by the Catholic Church, one of the most powerful institution in Latin America, in order to have its own educational institutions. In most Latin American countries "freedom of teaching" has been constitutionally adopted and it has been interpreted as that the State shall not have an educational monopoly (García-Laguardia, 1973).

Consequently, the higher education system in most Latin American countries is composed by autonomous public universities and by constitutionally accepted private institutions.

These three main assumptions characterize the higher education world of Latin America as a mixed-autonomous system which is highly economically dependent on the government.

C. The Economic Crisis of the 1980s

An understanding of Latin American higher education in the 1980s, requires a look at the current economic context. According to Ocampo (1984), not since the Great Depression of the 1930s, have the economic conditions in Latin America been so trying. The main characteristics of this economic crisis are: (a) huge external debts; (b) high interest rate in the international market; and (c) low prices for raw products. As a by product of these conditions have been

national budget deficits, inflation, decreased productivity, and increased unemployment. The crisis is affecting the Latin American countries in different forms, but the crisis is a current commonality.

Hakim (1985) has suggested that the beginning of the current crisis can be traced back to the second oil shock in 1979, and that the roots of the current crisis are both external and internal problems. At the same time this second oil shock was accompanied by a set of factors that made things much more difficult for Latin America, a region that after the first oil shock began to receive external loans from international banks as those banks became the "natural vehicle for recycling the huge financial surplus accumulated by the OPEC countries" (Hakim, 1985, p. 18). Most of those loans had floating interest rates; after the second oil shock those rates were raised, and consequently the external debt was increased. Internally, the pattern of industrialization in Latin America had not sufficiently developed the region's manufacturing export potential, exports were almost exclusively dependent on raw products, and low prices for raw products meant a reduction of earnings for paying interest and principal on the debt. Hakin also mentioned the great importance of the public sector that became a key condition in determining that borrowing money from central banks evolved as a common

practice to finance public deficits without taking into account its inflationary effects and its negative impact on the commercial balance.

In order to solve the crisis, Latin American countries have been involved in negotiations with international organizations. For example, agreements with the International Monetary Fund (IFM) have been reached in many countries; those agreements are aimed at the reduction of the public sector deficit, the adoption of more realistic exchange-rate and interest-rate policies, and the reorientation of domestic resources towards tradable goods (Fishlow, 1984; Hakim, 1985). The future will determine the effectiveness of these agreements. At the present, they are additional sources of crisis and conflict.

D. The Effects on Higher Education

It has been the premise of this discussion that developments in higher education systems in Latin America are dependent upon the underdeveloped status of the entire region, the related political culture of the region, and its current poor economic status. It is the belief of this author that the most crucial elements of these trends on higher education are: growth of population and unemployment, efforts at reducing national deficits, inflation, readjustment of the exchange rate and dependency on government funds.

Growth of population and unemployment will have similar effects; that of increasing the demand for higher

education and increasing the enrollment. In Latin American, growth of population has had more impact on urban areas. The demand for higher education comes from these areas. On the other hand, unemployment will have a dual effect: while more unemployed youngsters will seek in the university an opportunity for social mobility, more university graduates will also demand retraining or graduate program to assure either a stable or a better job (Latapí, 1980).

Some traditional answers to the demographic explosion based on the expansion of the system as the Mexican solution of the 1970s (Soberón, 1975) are not possible in a period of financial crisis, retrenchment and inflation (Mendoza-Rojas, 1984). If the Mexicans were able to establish new public institutions; and to afford, perhaps one of the largest university of the world, in the 1970s, new solutions should emerged in the 1980s to cope with the economical crisis of this decade. Other countries face the same kind of conflict.

A university with increasing demand will be facing a period of decreasing funds. The national governments will not be able to make adequate increases in the university funding as they focus on national budget deficits. In addition, faculty and employees will be demanding an increase in their salaries in order to face the inflation, and imported equipment will have exhorbitant costs.

Latin American universities will be facing a period of important decisions, in one of the most difficult periods of their history. They will have to become aware that to plan in a period of retrenchment has its own particularities.

In Mexico, the National Association of Higher Education has clearly expressed that the quality of the system and the response to the social demand have to be preserved (Mendoza-Rojas, 1984). How will be that done? That will depend upon the decision-making process.

The following section will examine the planning tradition of Latin American universities. That history will serve as the starting point for considering new planning approaches that could help in the mission of assuring the development of Latin American universities.

THE PLANNING TRADITION OF LATIN AMERICAN UNIVERSITIES

The history of the Latin American university goes back to the sixteenth century; at the beginning the new universities were designed following European models, and their planning either came from Europe or was decided by the superiors of the Catholic orders that were in charge of the institutions. The end of the Colonial period in the 1800s brought an increased interest of the national governments in higher education. The new independent nations adopted a Napoleonic style for dealing with universities; by this style the universities were perceived as instruments of the state for supplying trained manpower. Consequently, the governments played an active role in the planning of public universities (Ribeiro, 1968).

After the Córdoba reform in 1918, Latin American universities started gaining autonomy, thus they were able to plan by themselves. Nevertheless, it was not until the 1950s that the planning of the modern Latin American university began (Mejía-Ricart, 1975). For examining the planning tradition that began almost 35 years ago, this chapter describes first the recommendations that were made by some international organizations, and second a significant sample of Latin America universities planning

literature. At the end of the section, a final part summarizes the main characteristics of planning for the Latin American university.

A. The External Recommendations

Latin American universities have been influenced by two international organizations which have tried to guide Latin American educational planning: the United Nations Educational, Scientific and Cultural Organization (UNESCO); and the Organization for Economical Cooperation and Development (OECD).

1. UNESCO

Planning as a tool for the management of the educational services was first introduced in Latin America in the Ministries of Education of the various nations in the late 1950s. In 1956 the III Interamerican Conference of Ministers of Education was held, and planning was accepted as a tool for the total development of the educational system (Muños-Lagos, 1981). UNESCO was the main proponent of these ideas.

In 1958, UNESCO sponsored a seminar on Integral Planning of Education, in which the concept was put forward for a comprehensive "sectorial" planning encompassing all educational levels from pre-school to higher education (Ayzanoa del Carpio, 1984). The previous existence of centralized Ministries of Education in Latin America

facilitate integrated, sectorial planning through secondary education and strengthened the role of the planning offices of the Ministries in most countries. Nevertheless, the widespread autonomy of higher education "sub-sector" made impossible a complete sectorial planning. Although Latin American universities had not accepted their inclusion in a general plan for all educational levels, the idea had been approached (see Consideraciones..., 1981). In contrast to the pristine idea about a comprehensive planning, some have proposed the need for a sub-sectorial plan in which higher education could be treated separately as an independent sub-sector of the global educational sector (Muños-Lagos, 1981).

2. OECD

The second international organization which has had a major influence on Latin American educator in their conception of planning is the OECD. This international organization, introduced its planning model in Latin America in the 1950s. Its main proposition is that the most important function of educational planning is to try to conform the educational system to the economical system in order that the educational system could provide the economical system with the human resources that it needs (Muños-Lagos, 1981; Cerych, 1970). Consequently, university planning was presented strictly as a matter of designing

programs that could supply the required human resources. The resulting planning was quantitative oriented.

This model has been widely criticized. Some authors have rejected the idea that the goal of educational planning is only to keep the balance between supply and demand of employment (Roggi, 1984) and others have based their rejection on the idea that the role of the university goes beyond the training of the human resources for the current established society (Tunnermann, 1975).

Both UNESCO and OECD have been strong influences in Latin American educational planning tradition. They represent the external recommendations. What Latin Americans have done with those recommendations is examined in the following section by reviewing some regional literature.

B. The Actual Planning Approaches in Latin American Universities

Mejía-Ricart (1975) divided the history of university planning in Latin America in two periods: 1959-1965, and 1965-1971. According to him, the first period is characterized by the acceptance of planning as the organizing principle for establishing university policies. In this period the main focus of planning was quantitative growth. On the other hand, the second period brought the creation of planning offices in almost all universities, and brought

different types of institutional changes that were decided in order to improve the quality.

Perhaps, since Mejía-Ricart does not cover the current periods, instead of analyzing university planning based on historical periods, it is better to review some presentations in two crucial events that have been sponsored by the Union of Latin American Universities (UDUAL): the First and the Second Latin American Conferences on University Planning.

1. The First Conference

The first official event of the UDUAL on university planning was conducted on September 1969 in Concepcion, Chile.

The Conference had four official topics that were covered by invited papers and comments: higher education and development; direction for a dynamic conception of the university in Latin America; general principles for university planning; and methodology of university planning. The best way to study the Conference is by making a brief overview of each topic.

a. Higher Education and Development. One of the most important paper was presented by Flores de la Peña (1970). He focused on two planning models. First he emphasized the OECD model, and stated that

> if the university decides to plan its development without taking into account the national policy on economic and social development, it will contribute to increase the gap between the social demand and the economical demand of professionals (p. 144).

Later in his paper he proposed what can be considered a second planning model. He expressed that if the university wished to play a role in development approach oriented to the change of society. According to him, the central objective of university planning should be to respond to social demands, within the limitations of the current economic structure, but based in a greater participation in the future transformations of the society. Whereas the first model is based on the response of the university to an already established development policy, the second model is based on the commitment of the university to participate in the criticism of the current social system and in the definition of the future social system. Flores de la Peña and other presenters (Rocha, 1970; Sunkel, 1970) emphasized the importance of research, specifically research -that could serve as key element for a better understanding of the current underdeveloped conditions of the region.

Although not all presentations agree with Flores de la Peña's second model, the conclusions of the Conference did highlight the importance of the involvement of the university in criticizing the current conditions and in helping to plot the future.

b. Directions for a Dynamic Conception of the University in Latin America. There were two presentations on this topic which are of interest for this paper. One was the paper presented by Jacques Torfs (Torfs, 1970) from UNESCO, and the other was the reaction of Miguel Vijil-Ycaza (Vijil-Ycaza, 1970) from the National Autonomous University of Nicaragua.

While Torfs (1970) insisted that universities should be planned scientifically and from a sectorial not institutional point of view, and that it was not possible to talk about autonomy when planning was the issue; Vijil-Ycaza (1970) rejected the idea of the university as a mere instrument of the State which has to respond to a centralized planning, and defended the principle of institutional autonomy.

The final conclusions of the Conference backed the need for autonomy, and stated that universities must be committed to social change through its academic, research and extension functions.

c. General Principles of University Planning. This topic was covered by three papers. The most interesting paper was presented by Henry Janne (Janne, 1970) from the International Association of Universities.

Janne (1970) proposed that the only way to cope with the problems that were affecting universities all around the world was by restructuring the institutions.

That task should be done based on scientific management principles. Also, he insisted on the idea of a comprehensive planning within the educational sector, and of the integration of this sectorial planning with the national planning. Nevertheless, he clearly stated that the autonomy of the institution was not against an overall planning.

The conclusions of the Conference on this topic referred to the need of planning offices in all institutions, to the participation of the university in national planning for higher education without losing autonomy, and to the adoption of modern principles and techniques of management.

d. Methodology of University Planning. The main paper on this topic was presented by Onushkin (1970), the delegate from the International Institute for Educational Planning.

Onushkin insisted that the university planning should take into account three types of development: external development, internal development, and the relationship between university and society. Also, he made a distinction between the national planning of the higher education system, and individual institutional planning. According to him, both levels of planning are interrelated. Institutional planning should be coordinated at the

national level with national planning based on the institutional plans. He recommended five components for the institutional planning process:

(1) Diagnostic and assessment of recent occurrences related to the resources.
(2) Definition of goals and objectives.
(3) Coordination of the resources with the goals.
(4) Plan realization.
(5) Feedback.

Onushkin proposed a planning methodology that was not fully accepted by the participants. The conclusions of the Conference on this topic are recommendations instead of conclusions. They encouraged UDUAL to get involved in the design of a general planning methodology that could serve as the starting point for a follow up seminar, but they did not support any specific approach.

e. Summary. In sum, the first Conference was an occasion to clarify the existence of two different levels of university planning: the national level and the institutional level. Although some presenters emphasized a particular approach to the planning process, the general conclusions reaffirmed the autonomy of the institution expressed the need of institutional planning office, emphasized the role of the university in criticizing the status

quo, and at the same time accepted that the university should form active part of the national planning.

2. The Second Conference

Seven years after the First Conference, UDUAL organized the Second Conference on University Planning in Oaxtepec, Mexico. This Conference had three main topics: the Latin America university in the last quarter of the XX century; alternatives to university planning in a period of structural changes, and planning for continuing education. The second topic will be analyzed in this paper.

a. Alternatives to University Planning. The official presenter for this topic was Rector Soberón from the UNAM, who after expressing the need or convenience to adapt the educational institutions to the changing reality, presented how UNAM had tried to adapt itself (Soberón, 1975). He highlighted how UNAM responded to the demographic explosion in order to satisfy the demand and improve quality and efficiency, by accelerating its physical decentralization, and by favoring academic program diversity.

In regard to institutional planning he proclaimed the need for a master plan which could make possible the achievement of institutional goals; and in regard to the national planning he defended both the need to relate the planning of UNAM with the national planning, and the need

to maintain autonomy as a means to assure that the social function of the university depends on the decisions of the academics.

The final recommendations of the Conference were to adopt policies that could help to respond adequately to the increasing enrollment and to aspire to high levels of academic excellence that could contribute to an independent development of Latin America, favor decentralization and diversity, and encourage a kind of research related to the relations between the university and Latin American problems.

Summary. This Second Conference was not as productive as the First (Rada-Velasco, 1981), but served to reaffirm some conclusions of the First, and to adopt others.

Latin America was living a period where the financial crisis was not so severe as it is today, and the main concerns were how to respond to an increasing demand without losing quality.

C. General Summary

It is obvious that the planning tradition in Latin America is strongly influenced by the underdeveloped conditions of the regions. The universities are seen as

crucial elements in the analysis of the underdeveloped conditions, in the change of the current situation, and in the definition of alternative futures.

As Ribeiro (1968) has expressed, the modern universities of developed countries are the products of a general social development in which higher education institutions did not have a key participation. That social development did force the universities to respond in a different way, and did provide enough resources to those institutions. On the other hand,

> the underdeveloped nations have to face a totally different task, because they have to create a university able to act as an engine for development (p. 21).

In other words, whereas the university in developed countries reflects the development of their nations, the university in underdeveloped countries should become accelerating agents of the development of their nations.

The higher education institutions of underdeveloped nations, and particularly Latin American institutions, should plan their own institutional development, and should participate in the creation of a coordinated national plan. These two planning tasks should be accomplished within an autonomous framework and should be guided by an accepted methodology. Latin American universities have defended their autonomy, but they have lacked of a consistent planning methodology (Rada-Velasco, 1981).

A FEASIBLE PLANNING APPROACH FOR LATIN AMERICAN UNIVERSITIES

This section describes different approaches to planning and analyzes them in regards to Latin American universities. These approaches could become the basis of an institutional and coordinated national system planning.

A. Current Approaches to Higher Education Planning

Higher education planning in the United States and other developed nations is currently influenced by an emphasis on strategy. Norris (1984) presents "strategic planning" as the new "buzz words" in American higher education, and Lindstrom (1984) talks about the acceptance of strategic planning among European universities.

This planning approach for higher education has been borrowed from business practices and could be a useful approach for Latin American universities since "a basic premise of strategy concerns the inseparability of organization and environment" (Chaffee, 1985,p. 139). Since the concept has been widely used, it is important to examine it, based on what different authors have presented.

1. Ackoff's Typology of Planning

Russel Ackoff (1981) presents four types of planning: operational, tactical, strategic, and normative.

These four types are associated with four planning orientations: inactivism, reactivism, preactivism, and interactivism.

Before describing them, it is important to explain that Ackoff divides the ends that people pursue into three types: goals, objectives and ideals. The easiest to be attained are the goals, while the ideals represent the unattainable, but guiding ends. His typology of planning is based on whether people decide on their ends or not.

Operational planning consists of selecting only means to accomplished given ends. This type of planning is associated with the inactivist orientation because there is a satisfaction with things as they are, and there is not projected change. Conversely, tactical planners can select means and goals, but objectives and ideals are given. Tactical planning is common among reactivists who are convinced that the best was the past. Finally, both strategic and normative planning are involved in selecting objectives, goals, means, and in determining the future. But, while strategic planners do not decide on their ideas and try to forecast the future in order to be prepared for it, normative planners do select the ideals and are more concerned in designing the future. As Ackoff has expressed the interactive orientation of planning implies "the design of a desirable future and, the invention of ways to bring it about" (1981, p. 62).

Ackoff is a proponent of the interactive orientation for planning and he describes it as depending on three principles: the participative principle, the principle of continuity, and the holistic principle. By the participative principle he emphasizes that the process of planning is the most crucial element, and the most important product. Furthermore, he declares that the planning process does not have an end (the principle of continuity), and that it requires both coordinated planning ("between different units at the same level") and integrated planning ("between units at different levels") (1981, p. 71) according to the holistic principle.

In summary, Ackoff criticizes strategic planning because it emphasizes forecasting and is tied to a given future. In contrast, he advocates normative planning which is oriented toward the creation of the future.

2. Keller's Academic Strategy

George Keller published a book in 1983 on strategic planning in which he expressed that "strategic decision making is what nearly all colleges and universities will need to practice in the years ahead" (Keller, 1983, p. ix).

He presents strategic planning as the "third way" of planning, an approach that uses the best wisdom of other approaches. This "other approaches" that should be replaced by the new strategic approach are the rationalism and the incrementalism. Rationalism is the traditional

approach based on management science, whereas incrementalism is based on politics. Keller expresses that

> Since the fundamental aim of strategic planning is a Darwinian one of linking the forward direction of your organization with the movement of historical forces in the environment, the two critical areas for analysis are one's own organization and the environment (1983, p. 152).

Strategic planning, according to Keller, should become the planning approach for college and universities and should imply and increasing concern of the relation between the institutional characteristics and the characteristics of the environment.

3. Chaffee and the Evolution of Strategy

Recently, Ellen Chaffee has described three different, although not necessarily independent, models of strategic management (Chaffee, 1985).

The first model is the linear model, in which "strategy consists of integrated decisions, actions, or plans that will set and achieve viable organizational goals" (p. 140). This model emphasizes forecasting and the belief that the achievement of goals is the aim of strategy. The second model is adaptive strategy, which correlates closely with the description of strategy as presented in the Keller's quotation. In the second model the planning process is more continuous since the main goal is "represented by co-alignment of the organization with its

environment" (p. 142). Finally, she describes interpretive strategy, a model which is "based on a social contract, rather than an organismic view of organizations" (p. 143).

In terms of the relation between the organization and the environment, the adaptive model advocates change with respect to the environment; and both the interpretive model and the linear model emphasize the importance of dealing with the environment. Nevertheless, dealing with the environment is interpreted in different ways.

> While the linear strategist deals with the environment by means of organizational actions that are intended to affect relationships instrumentally, the interpretive strategist deals with the environment through symbolic actions and communication (Chaffee, 1985, p. 146).

B. Selection of an approach

This classification of different types of planning approaches is neither exhaustive nor discrete; nevertheless. it can be used as the starting point to select a planning approach for Latin American universities.

Instead of beginning with the selection of a preferred approach, it is important to dismiss those approaches that seem to be less compatible with the requirements of Latin American universities.

Both the reactive and inactive orientations that were presented by Ackoff (1981) and that he associates with operational and tactical planning can be rejected from the beginning. Latin American universities will not want to

either go back to the past or to remain in the present. National systems of higher education should plan facing the future.

The approaches which are heavily based on forecasting should also be discarded for the same reasons as strongly rationalistic models. The underdeveloped conditions of Latin America and its political instability make prediction a very difficult task [1]. Even more, rationalistic approaches will not permit autonomous institutional participation in a planned system. The crucial aspects to be analyzed are the way institutions act in relation to the environment and the participation of components in the planning process.

It seems that a model which could be based on the interactive orientation prescribed by Ackoff (1981) is the most appropriate for both system and institutional planning. It could be called the "creative" model, with heavy emphasis on studying the environment to change it, and with strong participation of the different units (either institutions or institutional units). At the same time, this predominant creative model could include some features of other models. The planning of the systems could be adaptive in some occasions when planning the national systems in regard to other national sectors. In

---

(1) Mendoza-Rojas (1984) made an excellent analysis of the failure of the Mexican higher education system planning which was entirely based on forecasting.

addition, institutional planning could be adaptive within the limites established by the overall planning. This kind of approach will have the following effects:

(1) National higher education systems should participate as key elements in the overall planning of the nations. This participation will not only guarantee an active role of higher education, but also the commitment of this important sector with national goals.

(2) Both, as a requisite and as a consequence of the involvement of the higher education system in the national planning; it is necessary to have a holistic and participative planning of that system (Ackoff, 1981). The planning of the system should be based on the active participation of all institutions, and should be integrated with the national planning and characterized by a strong coordination among different institutions. At the same time, Latin American higher education institutions should understand that autonomy is not an end by itself; it is an important means by which they more effectively will contribute to the common goals.

(3) Latin American universities will not plan in order to adapt to a given future. By participating in the planning of the system, and in the planning of the nation they will be creating the future of their nations, and consequently their own future.

(4) Higher education system could react strategically about a common future. For example, as a system, universities could adopt more emphasis on research and on social services. These strategies could mean a competition with other national sectors, but could also mean more resources to higher education.

(5) Higher education institutions will keep their autonomy, consequently they should have their own planning process. Institutions should emphasize colaboration and cooperation, but they can also emphasize their own particularities. This could result in a cooperative and diversified system.

In sum, none of the predominant approach to higher education planning in the United States seems to be "the" best model to be adapted for Latin American universities; but some of them are useful tools that could be taken into consideration for developing a useful and applicable methodology.

CONCLUSIONS

An underdeveloped region which is supporting universities in a period of economic crisis should be expecting a significant contribution from those institutions. That is the case of Latin American universities. They are not only affected in a period of crisis; but they are seen as key elements in the design of a better future.

Consequently, planning in Latin American higher education has to be an integrated and coordinated effort in which all the institutions could participate. That has been a traditional issue in regard to the planning of Latin American universities, it becomes an important issue in a period of difficulties. Nevertheless the autonomy of the institutions should be saved.

After analyzing different planning approaches, it seems that an interactive orientation is appropriate for Latin American universities. The principles that guide that approach and its emphasis on creating the future can easily serve as the basis for developing a methodology that could be successfully employed in Latin America. In addition an adaptive model could be consider as a complementary and secondary approach.

REFERENCES

Ackoff, R. L. (1981). Creating the corporate future. New York: John Wiley & Sons.

Alzamora Valdes, M. (1979). Universidad y Estado. [University and State]. Universidades, 19, 403-415.

Ayzanoa del Carpio, G. (1984). La institucionalización del proceso de planeamiento educativo. [The institutionalization of the educational planning process]. La Educación, 28, (94-95), 3-12.

Cerych, M. L. (1970). Algunas actividades de la O.E.C.D. sobre la expansión e innovaciones en la educación superior. [Some activities of the O.E.C.D. on the expansion and innovations of higher education]. In Unión de Universidades de América Latina, Primera Conferencia Latinoamericana sobre Planeamiento Universitario. [First Latin American Conference on University Planning] (pp. 59-60). Mexico: Author.

Chaffee, E. E. (1985). The concept of strategy: From business to higher education. In J. C. Smart (Ed.), Higher Education: Handbook of theory and research Volume 1 (pp. 133-172). New York: Agathon.

Consideraciones sobre la planificación de la educación superior. [Ideas about the planning of higher education]. (1981). Papeles universitarios, 4(21), 58-82.

Diaz C., R. (1971). La reforma universitaria de Córdoba. [Córdoba university reform]. Guatemala: Universidad de San Carlos.

Droguett, O. A. (1970). Lineamientos generales para una metodología de planificación universitaria. [General guidelines for a university planning methodology]. In Unión de Universidades de América Latina, Primera Conferencia Latinoamericana sobre Planeamiento Universitario. [First Latin American Conference on University lanning] (pp. 343-368). Mexico: Author.

Fishlow, A. (1985). The debt crisis: Round two ahead? In R. E. Feinberg, V. Kallab, (Eds.), Adjustment crisis in the third world (pp. 31-58). New Brunswick, N. J.: Transaction Books.

Flores de la Peña, H. (1970). La educación universitaria y el desarrollo. [Higher education and development]. In Union de Universidades de America Latina], Primera Conferencia Latinoamericana sobre Planeamiento Universitario. [First Latin American Conference on University Planning] (pp. 135-154). Mexico: Author.

Furth, D. (1970). El programa de la organización de la cooperación y desarrollo económicos (O.E.C.D.) sobre educación superior. [The program of O.E.C.D. about higher education]. In Union de Universidades de America Latina, Primera Conferencia Latinoamericana sobre Planeamiento Universitario. [First Latin American Conference on University Planning] (pp. 61-66). Mexico: Author.

García-Laguardia, J. M. (1973). Legislación universitaria de América Latina. [Latin America higher education legislation]. Mexico: Universidad Nacional Autónoma de México.

García-Laguardia, J. M. (1984). Fundamentos jurídicos de la autonomía universitaria. Universidades, (96), 104-121.

Glade, W. P. (1984). Economic aspects of Latin America. In J. K. Black (Ed.), Latin America: Its problems and its promise (pp. 133-147). Boulder, CO: Westview.

González, J. V. (1922). La revolución universitaria. [The university revolution]. Buenos Aires: Nosotros.

Hakim, J. (1985). Latin America's financial crisis: Causes and cures. In E. Duran (Ed.), Latin America and the world recession (pp. 17-37). Cambridge, G. C.: Cambridge University Press.

Janne, H. (1970). Los principios generales de la planificación universitaria. [General principles of university planning]. In Union de Universidades de America Latina, Primera Conferencia Latinoamericana sobre Planeamiento Universitario. [First Latin American Conference on University Planning] (pp. 209-251). Mexico: Author.

Keller, G. (1983). Academic strategy: The management revolution in American higher education. Baltimore, MD: The Johns Hopkins University.

Latapí, P. (1980). Trends in Latin American universities: Selected problems and perspectives. In UNESCO, New trends and new responsibilities for universities in Latin America (pp. 11-61). Paris: Author.

Lindstrom, C. G. (1984). Planning for higher education. Higher Education in Europe, 9, 25-28.

Maza-Zavala, D. F. (1981). Explosión demográfica y crecimiento economico. [Demographic explosion and economical growth]. Caracas: Universidad Central.

Merkx, G. W. (1984). Social structure and social change in twentieth-century Latin America. In J. K Black (Ed.), Latin America: Its problem and its promise (pp. 148-161). Boulder, CO: Westview.

Mejía-Ricart, T. (1975). El planeamiento universitario en la América Latina. [University planning in Latin America]. Universidades, 15(61), 70-104.

Mendoza, A. (1970). Directrices para una concepción dinámica de la universidad en América Latina. [Directions for a dynamic conception of the university in Latin America]. In Unión de Universidades de America Latina, Primera Conferencia Latinoamericana sobre Planeamiento Universitario. [First Latin American Conference on University Planning] (pp. 185-192). Mexico: Author.

Mendoza-Rojas, J. (1984). La planeación de la educacion superior y el desarrollo de la universidad en un contexto de crisis economica. [The planning of higher education and the development of the university in an economical crisis setting]. Revista Mexicana de Sociologia, 46(1), 93-115.

Muños-Lagos, S. M. (1981). La institucionalización de la planificación en la Universidad de los Andes: Logros y escollos. [The institutionalization of planning at the University of the Andes: Achievements and difficulties]. Papeles universitarios, 4(21), 87-102.

Norris, D. M. (1984). A guide for new planners. Ann Arbor, MI: The Society for College and University Planning.

Ocampo, J. A. (Ed.). (1984). La política económica en la encrucijada. [The economical policy in a decision point]. Bogota: Presencia.

Onushkin, V. G. (1970). Metodología de la planeación universitaria. [Methodology of university planning]. In Unión de Universidades de América Latina, Primera Conferencia Latinoamericana sobre Planeamiento Universitario. [First Latin American Conference on University Planning] (pp. 291-307). Mexico: Author.

Rocha, L. F. (1970). La universidad y la transferencia tecnológica. [The university and the technological transference]. In Unión de Universidades de América Latina, Primera Conferencia Latinoamericana sobre Planeamiento Universitario. [First Latin American Conference on University Planning] (pp. 119-134). Mexico: Author.

Roggi, L. O. (1984). Planeamiento educativo 1959/1983: Cuestionamientos y aportes. [Educational planning 1959/1983: Questions and contributions]. La Educación, 28, (94-95), 135-146.

Rada-Velasco, R. (1981). A once años en el planeamiento de la universidad latinoamericana. [After eleven years of planning in the Latinoamerican university]. Universidades, 21(85), 95-126.

Soberón, G. (1975). Alternativas de planeación universitaria a la vista de cambios estructurales. [Alternatives to university planning in a period of structural changes]. Universidades, 15(60), 11-40.

Sunkel, O. (1970). La universidad latinoamericana ante el avance científico y técnico: Algunas reflexiones. [The Latin American university in front of the scientific and technical advance: Some ideas]. In Unión de Universidades de América Latina, Primera Conferencia Latinoamericana sobre Planeamiento Universitario. [First Latin American Conference on University Planning] (pp. 87-106). Mexico: Author.

Rannis, G. & Orrock, L. (1985). Latin American and East Asian NICS: Development strategies compared. In E. Duran, Latin America and the world recession (pp. 48-66). Cambridge, G.B.: Cambridge University Press.

Ribeiro, D. (1968). La universidad latinoamericana. [The Latin American university]. Montevideo: Universidad de la Republica.

Solana, F. (1970). La educación universitaria y el desarrollo. [Higher education and development]. In Union de Universidades de America Latina, Primera Conferencia Latinoamericana sobre Planeamiento Universitario. [First Latin American Conference on University Planning] (pp. 163-172). Mexico: Author.

Torfs, J. (1970). La universidad promotora del cambio social. [The university as social change agent]. In Union de Universidades de America Latina, Primera Conferencia Latinoamericana sobre Planeamiento Universitario. [First Latin American Conference on University Planning] (pp. 175-183). Mexico: Author.

Tunnermann B. C. (1975). Alternativas de planeación universitaria a la vista de cambios estructurales. Universidades, 15(61), 23-42.

Tunnermann B. C. (1981). Ensayos sobre la universidad latinoamericana. [Essays on the Latin American University]. San Jose, Costa Rica: EDUCA.

Unión de Universidades de America Latina (1970). Primera Conferencia Latinoamericana sobre Planeamiento Universitario. [First Latin American Conference on University Planning]. Mexico: Author.

Viel, B. (1972). The population explosion in Latin America in D.A. Chalmers, Changing Latin America (pp. 42-49). New York: Columbia University.

Vijil-Ycaza (1970). Comentarios al Tema II. Comments on Topic II. In Unión de Universidades de America Latina, Primera Conferencia Latinoamericana sobre Planeamiento Universitario. [First Latin American Conference on University Planning] (pp. 195-198). Mexico: Author.

Wolanin, T., & Gladieux, L. (1975). The political culture of a policy arena: Higher education. In M. Holden, & D, Dresang, (Eds.), What government does. (pp. 177-208). Beverly Hills, CA: Sage.